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No. 96-96 267 AUG 14 1996

OFFICE OF THE CLERK

In The

Supreme Court of the United States

October Term, 1995

ROBERT W. BROOKS,

Petitioner,

v.

GEORGE COUNTY, MISSISSIPPI; EUGENE HOWELL, Individually and in His Official Capacity as Sheriff of George County, Mississippi; EARL KOSKELA, Individually and in His Official Capacity as District Attorney; WILBUR WARD, Individually and in His Official Capacity as Circuit Clerk of George County, Mississippi; DON PARIMON, JAMES COOPER AND GEORGE MILLER, Individually and in Their Official Capacities as Deputy Sheriffs of George County, Mississippi; BOARD OF SUPERVISORS OF GEORGE COUNTY, MISSISSIPPI, BEING NORMAN SEDRICK HOWELL, LARRY HAVARD, RALPH FAIRLEY, R. WAYNE CHRISTIAN AND CLYDE W. EUBANKS, SR., Individually and in Their Official Capacity as Supervisors for George County, Mississippi; UNITED STATES FIDELITY AND GUARANTY COMPANY, a corporation, and UNITED FIRE CASUALTY COMPANY,

Respondents.

Petition For Writ Of Certiorari To The United States Court Of Appeals For The Fifth Circuit

PETITION FOR WRIT OF CERTIORARI

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QUESTIONS PRESENTED

Robert W. Brooks, a pretrial detainee who was incarcerated in county jail for eight months after all charges against him were dropped, brought a 42 U.S.C. § 1983 action against George County, Mississippi, and various officials. While unlawfully incarcerated Robert W. Brooks was required to work for the George County Sheriff on both public and private property without pay or compensation.

The United States District Court for the Southern District of Mississippi dismissed Robert W. Brook's claim of unlawful incarceration as to all parties, determined that neither the District Attorney nor the court clerk were subject to claims for damages and, following trial entered judgment upon jury verdict for Robert W. Brooks on claims of involuntary servitude and violation of due process based upon lost wages.

The Defendants appealed to the Fifth Circuit Court of Appeals and Robert W. Brooks cross-appealed. On petition for rehearing the Fifth Circuit Court of Appeals held that: (1) work performed by Robert W. Brooks during incarceration did not constitute involuntary servitude; (2) Robert W. Brooks' failure to receive additional wages for work on private property was not a deprivation of property under the due process clause; (3) sheriff, but not deputy, deprived detainee of property right in wages for work performed on public property; (4) sheriff was not entitled to qualified immunity on due process claim; (5) sheriff had policy of not paying wages to detainees thus rendering county liable for constitutional deprivation; (6) liability exception for random and unauthorized acts was

QUESTIONS PRESENTED – Continued

inapplicable to claim for lost wages; (7) continued incarceration following valid arrest did not violate Fourth Amendment; (8) district attorney was immune from suit in both his official and individual capacity; (9) court clerk was not liable for failing to send dismissal order to Robert W. Brooks or his counsel. Consequently, the Court of Appeals affirmed in part, vacated in part, rendered in part, and remanded. The questions presented here are:

1. Does subjecting an unconvicted, unlawfully incarcerated pretrial detainee to the choice between leaving jail to work at the whim of the County Sheriff and remaining confined constitute punishment, and when combined with the conditions of his confinement remove any voluntariness from the detainee's decision to work or when detainee has no matter how painful a choice, there can be no involuntary servitude;

2. Is a pretrial detainee's failure to receive compensation for work on private property a deprivation of property under the due process clause as the Mississippi statutes upon which detainee bases his claim applies only to work performed on public property, or may a sheriff work inmates regardless of whether they were lawfully convicted on private property without being held liable for the due process deprivation; and

3. As the Mississippi statutes pertaining to employing a pretrial detainee require the establishment of the detainee's unconvicted status in justifying his employment, did the failure of the Sheriff for eight months effectively create a re-seizure of Robert W. Brooks thereby

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making his incarceration in violation of the Fourth and Fourteenth Amendments.

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PETITION FOR WRIT OF CERTIORARI

Robert W. Brooks ("Brooks") respectfully prays that a writ of certiorari issue to review the judgment and opinion of the United States Court of Appeals for the Fifth Circuit entered in this proceeding on May 16, 1996, in order to resolve the conflict between the Fifth and Eighth Circuit Court of Appeals and the previous decisions of this Supreme Court of the United States on the important issues presented herein.

OPINIONS BELOW

The opinion of the United States Court of Appeals for the Fifth Circuit that gives rise to this petition is published by order of the Fifth Circuit dated May 16, 1996, found at 77 F.3d 834. It is reprinted in Appendix A hereto ("App. A") at page A-1. The May 16, 1996 opinion is the decision on the part of the Fifth Circuit to deny the Respondents' Petition for Rehearing, whereupon the Fifth Circuit withdrew its previous opinion in this matter dated March 14, 1996 and substituted the May 16, 1996 opinion that gives rise to this petition.

JURISDICTION

On July 2, 1992, Brooks filed suit against George County, Mississippi; Sheriff Howell and George County deputy sheriffs Don Parimon, James Cooper, and George Miller; members of the George County, Mississippi board

of supervisors, individually and in their official capacities; Earl Koskela, district attorney for the Nineteenth Judicial District; Public Defender William T. Bailey; Wilbur G. Ward, circuit clerk of George County, Mississippi; and George County, Mississippi, pursuant to 42 U.S.C. § 1983. Brooks premised his claims upon alleged violations of the First, Fourth, Fifth, Sixth, Eighth, Thirteenth and Fourteenth Amendments.

The United States District Court for the Southern District of Mississippi upon motions for summary judgment dismissed all of Brooks' claims for unlawful incarceration and dismissed the district attorney, the public defender and circuit court clerk from any liability for damages. After a five day trial, the jury returned a verdict for Brooks and against Sheriff Howell, James Cooper and George Miller, deputy sheriffs of George County, and George County, Mississippi, awarding compensatory damages in the amount of $70,000.00, $50,000.00 for Brooks' claim of involuntary servitude under the Thirteenth Amendment and $20,000.00 for loss of wages in connection with Brooks' due process claim under the Fourteenth Amendment. In a bifurcated proceeding, the jury awarded punitive damages against Sheriff Howell in the amount of $5,000.00 and $500.00 against Deputy Sheriff Miller.

George County, Mississippi, *et al.*, filed a timely notice of appeal on September 6, 1994. Brooks filed a timely cross-appeal with respect to the grant of partial summary judgment on his claims of unlawful incarceration and dismissal of all claims against the district attorney and circuit clerk.

Upon timely appeal, the United States Court of Appeals for the Fifth Circuit issued an Opinion found on 77 F.3d 834, affirming in part, vacating in part, rendered in part, and remanded. On May 16, 1996, the Fifth Circuit denied George County, Mississippi, et al., timely filed petition for rehearing, withdrew its previous opinion found at 77 F.3d 834, and substituted the opinion that gives rise to this petition. Pursuant to Supreme Court Rule 13.1, this petition has been filed within 90 days of the filing of the substitute opinion dated May 16, 1996.

The jurisdiction of the Court is invoked pursuant to 28 U.S.C. § 1254(1).

STATUTES INVOLVED IN THIS CASE

The Fourth Amendment to the United States Constitution provides in pertinent part as follows:

> The right of the people to be secure in their persons, houses, papers and effects, against unreasonable searches and seizures, shall not be violated,. . . .

The Thirteenth Amendment to the United States Constitution provides:

> Section 1: Neither slavery nor involuntary servitude, except as punishment for crime whereof the party shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction.
>
> Section 2: Congress shall have power to enforce this article by appropriate legislation.

The Fourteenth Amendment to the United States Constitution provides in pertinent part as follows:

> Section 1: * * * No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws.

Section 47-1-21 of the Mississippi Code Annotated, 1972, provides:

> The Sheriff of each county shall keep a well bound alphabetical jail docket. In it he shall promptly enter under the proper initial the name, age, color and sex of each convict, the date of his or her commitment, each day worked on the county farm, time required to be served and amount of fine and costs and the jail fees charged against the prisoner and the date of discharge.
>
> The sheriff shall submit his docket to the board of supervisors at each of their regular meetings, and the same shall be examined carefully by the president of the board, and by any other members who desire to examine the same, in the presence of the board while in session.

Miss. Code Ann. § 47-1-3 (1972), provides in pertinent part:

> It is the imperative duty of the board of supervisors in each county in this state to require each convict sentenced to imprisonment in the county jail and the payment of a fine and costs, or to imprisonment and payment of costs, or to

payment of fine and costs, to work out the sentence on the county convict farm or on the public roads or other public works of the county, or in a contiguous county, as herein provided.

Miss. Code Ann. § 47-1-9 (1972), provides:

In any county where it is clearly more advantageous to the county to work county convicts or some of them on the public roads of the county, or on other works of the county exclusively public in their character, the board of supervisors shall have authority so to order, and in such cases the board shall establish all proper regulations for the working, guarding, safekeeping, clothing, housing and subsistence of convicts while so working, and shall provide all the necessary equipment for such purpose. The board shall establish regulations for the discipline of convicts on said works, and on county farms when a convict is persistently idle or refractory, and may enforce such regulations by penalties.

Miss. Code Ann. § 47-1-13 (1972), provides:

Any person being held in the county jail in default of bail to await trial, except those held for treason, murder, arson, or rape, and except as the sheriff may deem it improper to let out, may upon application to the sheriff of the county, be allowed to work on the county farm or on the public roads or other county public works as other convicts are worked and at the same wage. The board of supervisors shall settle with the prisoners so working at their regular meetings monthly. But if it appears that it is not to the best interest of the county to work such

prisoners, the board may decline at any time to employ them.

Miss. Code Ann. § 47-1-19 (1972), provides:

It shall be unlawful for any county prison or prisoners to be leased or hired to any individual or corporation for any purpose whatsoever. Nor shall they be worked under any contractor; but in working them on county farms, or on the public roads or on any other work, which work must be of exclusively public character, they shall be under exclusive official control and management.

Miss. Const. Art. 10 § 226, provides:

Convicts sentenced to the county jail shall not be hired or leased to any person or corporation outside the county of their conviction after the first day of the January, A.D. 1893, nor for a term that shall extend beyond that date.

42 U.S.C. § 1983, provides:

Every person who, under color of any statute, ordinance, regulation, custom or usage of any state, territory of the District of Columbia, subjects, or causes to be subjected any citizen of the United States or other person within the jurisdiction thereof to the deprivation of any rights, privileges, or immunities secured by the Constitution and laws, shall be liable to the party injured in an action at law suit inequity or other proper proceeding for redress.

STATEMENT OF THE CASE

On July 2, 1992, Brooks filed suit against George County, Mississippi Sheriff Howell and George County deputy sheriffs Don Parimon, James Cooper, and George Miller; members of the George County, Mississippi board of supervisors, individually and in their official capacities; Earl Koskela, district attorney for the Nineteenth Judicial District; Public Defender William T. Bailey; Wilbur G. Ward, circuit clerk of George County, Mississippi; and George County, Mississippi, pursuant to 42 U.S.C. § 1983. Brooks premised his claims upon alleged violations of the First, Fourth, Fifth, Sixth, Eighth, Thirteenth and Fourteenth Amendments.

The United States District Court for the Southern District of Mississippi upon motions for summary judgment dismissed all of Brooks' claims for unlawful incarceration and dismissed the district attorney, the public defender and circuit court clerk from any liability for damages.

During a five day trial Brooks established that on July 28, 1990, Brooks was arrested by the George County Sheriff's Department and incarcerated in the George County Jail located in Lucedale, George County, Mississippi, pending a preliminary hearing on the felony charge of grand larceny. At the preliminary hearing a public defender was appointed to represent Brooks, his bond was reduced and he waived his preliminary hearing. Brooks obtained his release on bond. While on bond, the George County grand jury, meeting in the October term of 1990, returned two indictments against Dale C. Brooks

and Robert W. Brooks as co-defendants and charging same with felony burglary and grand larceny.

On December 27, 1990, subsequent to the issuance of the indictments but prior to the service of capias and arrest thereafter, an affidavit was filed charging Brooks with grand larceny. Brooks was arrested by authorities in Virginia pursuant to the notice placed with the National Criminal Information Center ("NCIC") pursuant to the aforesaid affidavit.

Brooks waived extradition and was returned to George County, Mississippi, pursuant to the affidavit of grand larceny on or about January 21, 1991. Upon his return to George County, Mississippi, Brooks was served with the capias that issued for the indictments. Brooks remained incarcerated in the George County Jail from January 21, 1991, until his release on October 1, 1991.

The grand jury did not indict Brooks upon the affidavit of grand larceny reported on NCIC. Consequently, the only outstanding charges on Brooks were the two aforementioned indictments.

After Plaintiff was returned on January 21, 1991, and incarcerated in the George County Jail. Brooks was arraigned and entered a plea of not guilty. No further judicial action was had on Brooks' pending criminal case until the entry of the Nolle Prosequi Order on February 5, 1991. The Nolle Prosequi Order dismissed all charges pending against Brooks. Brooks was not informed of the entry of the Nolle Prosequi Order.

On January 28, 1991, Brooks' co-defendant entered a plea of guilty to the crimes alleged in the indictments.

On February 4, 1991, the State of Mississippi, obtained a Nolle Prosequi Order which dismissed all indictments against Brooks due to insufficient evidence. Said Nolle Prosequi Order was filed with the Clerk of the Circuit Court of George County, Mississippi, on February 5, 1991.

While incarcerated from January 21, 1991, until February 5, 1991, Brooks held the status of a pretrial detainee. After February 5, 1991, Brooks was held unlawfully without any charges pending and was in fact an unlawfully incarcerated citizen. Brooks was not serving time or incarcerated for a conviction on any felony or misdemeanor. Brooks was incarcerated in the George County Jail which is under the care and custody of Sheriff Howell and his agents.

Beginning in March, 1991, and continuing until October 1, 1991, the date of Brooks' release from custody, Brooks was required to provide services and perform manual labor for the Sheriff, his deputies, private citizens and George County, Mississippi. The labor required included, but was not limited to, the following: building a fence for the Sheriff's private fence company and for the Sheriff's pecuniary benefit; demonstrating the county drug dog by being removed from his cell and having said dog attack him at the direction of a deputy sheriff; courthouse maintenance; mowing both private and county lawns; moving private citizens' furniture; maintaining the sheriff department vehicles; and various other duties pertaining to the care and upkeep of the courthouse and its grounds. Brooks was required to perform personal services for the deputies including harvesting peanuts, cutting firewood, and building dog pens.

Sheriff Howell loaned Brooks to a private citizen to cook at a function in another county unsupervised or escorted by law enforcement officials. Sheriff Howell provided Brooks to his brother to install a fence on private property. Sheriff Howell was paid for the work performed by Brooks but did not pay Brooks or the County for his labor.

In addition to the personal service provided to the Sheriff, county, and deputies, Brooks also was required to work at the Red Cross Organization, the director of the Community Work Center for work on municipal property, and the washing of private vehicles on county ground with county utilities.

The use of inmate labor for the benefit of private citizens on private property was established at trial as a matter of custom, policy and practice. The president of the board of supervisors testified that Sheriff Howell's fence company removed a fence from the board president's church property. The church paid Sheriff Howell $650.00 for the fence removal and Brooks and other inmates did the labor.

Brooks was paid for some services (two cans of tobacco snuff for erecting a dog pen) but was not paid for any work performed on public property or for Sheriff Howell's fence company. For the most part, Brooks was not paid any wage for his service. Sheriff Howell made it clear in his testimony that Brooks' freedom from incarceration while working was the benefit of his bargain. However, Brooks' freedom from incarceration should have been provided on February 5, 1991, not October 1, 1991.

The jury returned a verdict for Brooks and against Sheriff Howell, James Cooper and George Miller, deputy sheriffs of George County, and George County, Mississippi, awarding compensatory damages in the amount of $70,000.00, $50,000.00 for Brooks' claim of involuntary servitude under the Thirteenth Amendment and $20,000.00 for lost wages in connection with Brooks' due process claim under the Fourteenth Amendment. In a bifurcated proceeding, the jury awarded punitive damages against Sheriff Howell in the amount of $5,000.00 and $500.00 against Deputy Sheriff Miller.

The opinion of the United States Court of Appeals for the Fifth Circuit that gives rise to this petition is published by order of the Fifth Circuit dated May 16, 1996, found at 77 F.3d 834. It is reprinted in Appendix A hereto ("App. A") at Page A-1. The May 16, 1996 opinion is the decision on the part of the Fifth Circuit to deny the Respondents' Petition for Rehearing, whereupon the Fifth Circuit withdrew its previous opinion in this matter dated March 14, 1996 and substituted the May 16, 1996 opinion that gives rise to this petition.

The Fifth Circuit reversed and rendered the jury award premised upon involuntary servitude holding:

> "When the employee has a choice even though it is a painful one, there is no involuntary servitude. . . . A showing of compulsion is thus prerequisite to proof of involuntary servitude."
>
> *Citing Watson v. Graves*, 909 F.2d 1549, 1552 (5th Cir. 1990).

The Fifth Circuit reasoned since Brooks

> . . . desired to leave jail and chose to work as the price for that right. Since Brooks was not being punished by being a pretrial detainee until trial, the choice between his confinement and work as a trusty cannot be considered coercive because the benefits he received working were not benefits for which he was otherwise entitled. Admittedly, the choice described might have been a painful one, but it was nonetheless a choice.

The Fifth Circuit acknowledged that Mississippi law established a cognizable property right in wages for work performed on public property as a pretrial detainee. However, the Fifth Circuit held that no legitimate expectation of entitlement to wages for work performed on private property existed since the Mississippi statutes only permit work upon public property.

The Fifth Circuit held:

> Those statutes do not provide for payments for work on private property. In fact, under Mississippi law, prisoners may only do work of an 'exclusively public character.' See Miss. Code Ann. §§ 47-1-19, 47-1-3. We therefore find that Brooks' failure to receive compensation for his work on private property over and above the compensation he actually received does not constitute a deprivation of a cognizable property right.

The Fifth Circuit further held that the district court was correct in granting summary judgment and finding that there was no illegal incarceration under the Fourth Amendment.

REASONS FOR GRANTING THE WRIT

I. The Fifth Circuit's Opinion Directly Conflicts With The Eighth Circuit's Ruling In *Bell v. Wolff*, 496 F.2d 1252 (8th Cir. 1974), Is Contrary To *United States v. Kozminski*, 47 U.S. 931 (1988), And Contrary To The Thirteenth Amendment Of The Constitution Of The United States.

The decision below is in direct conflict with the Eighth Circuit's decision in *Bell v. Wolff*, 496 F.2d 1252 (8th Cir. 1974), and *United States v. Kozminski*, 47 U.S. 931, 108 S.Ct. 2751, 101 L.Ed.2d 788 (1988). Certiorari is appropriate here. *See Acosta v. Louisiana Dept. Of Health & Human Res.*, 478 U.S. 251, 253 (1986) (Court granted petition to resolve conflicting interpretations of Fed. R. App. P. 4 and affirmed in *per curiam* opinion). *See also* Supreme Court Rule 10 (a United States court of appeals has entered a decision in conflict with the decision of another United States court of appeals on the same important matter).

The Eighth Circuit in *Bell*, at 1254, held that subjecting a pretrial detainee to the choice between leaving jail and to work and remaining confined can constitute punishment and the conditions of his confinement may remove any voluntariness from the detainee's decision to work.

The United States Supreme Court in *Kozminski*, 101 L.Ed.2d at 788, defined involuntary servitude:

> "A condition of servitude in which the victim is forced to work for the Defendant by the use of threat, physical restraint, or physical injury, or by the use of threat or coercion by law, or the legal process. . . .

In sharp contrast to *Bell* and *Kozminski*, the Fifth Circuit has held that any choice to work made by a detainee, regardless of the conditions or circumstances of his incarceration, is sufficient to remove the character of the work as involuntary. In fact the decision cited as authority for the premise that a choice to work presented a voluntary scenario and therefore not violative of the Thirteenth Amendment is factually distinguishable from the present case. *Watson v. Graves*, 909 F.2d 1549 (5th Cir.1990) involved two *convicted* inmates whose work regardless of whether same is voluntary is not prohibited by the Thirteenth Amendment. The Fifth Circuit in the present case disregarded the *unconvicted* status of Brooks and treated him as if convicted by the mere nature of his illegal incarceration.

The conflict between the positions is clear and irreconcilable. Certiorari is appropriate.

II. The Fifth Circuit's Ruling That No Legitimate Expectation Of Entitlement To Compensation For Work Performed On Private Property By A Pretrial Detainee Has Decided An Important Question Of Federal Law That Has Not Been, But Should Be, Settled By This Court.

The decision below creates a constitutionally unpalatable dilemma. The Fifth Circuit's opinion denies Brooks' due process claim for wages by holding that when performing work at the instruction of the sheriff, his deputies or other authorities of the state on private property, no legitimate expectation of entitlement to compensation can exist since Mississippi law specifically prohibits work on any property not of an exclusive public character.

Consequently, the Fifth Circuit has authorized and condoned a practice that effectively denies redress to the individual who is working on private property under the authority of the State. In the context of a pretrial detainee, the detainee may not recover wages, under any circumstances, and if not convicted of the crime with which he is charged the detainee will receive no credit for the work performed.

To take the analogy further, pursuant to Miss. Code Ann. § 47-1-19 (1972), no county official can agree to employ pretrial detainees for work on private property. Therefore, a pretrial detainee is faced with the unique and unfortunate decision of being freed from confinement to illegally work on private property or being incarcerated. The pretrial detainee may violate the law to stay in good graces with his jailers or refuse to do the work and suffer possible sanctions. Since Eugene Howell, the duly elected sheriff of George County, Mississippi clearly violated this provision, a duty to act accordingly existed, and the failure to act accordingly was a clear violation of the Constitution. *See Salas v. Carpenter*, 980 F.2d 299 at 307 (5th Cir. 1992).

Clearly, the Fifth Circuit's decision of federal law has not been previously decided by this Court, but should be. *See* Supreme Court Rule 10. The importance of this ruling and the subsequent danger it poses with respect to due process rights of individuals is substantial. Certiorari is appropriate.

III. The Fifth Circuit's Opinion Authorizes The Sheriff To Violate Mississippi Law By Not Requiring The Sheriff To Ascertain The Status Of A Detainee As Required By Mississippi Statute And Thereby Approved An Illegal And Unauthorized Seizure Of Brooks' Person In Violation Of The Fourth And Fourteenth Amendments Of The United States Constitution And Therefore Has Decided An Important Question Of Federal Law Should Be Settled By This Court.

The laws of Mississippi require that the Sheriff present for approval for hiring a pretrial detainee to the board of supervisors of the county. In the instant case, Brooks was not forced to work for the Sheriff until after all charges had been dismissed. If the Sheriff had reviewed the file and presented the statutorily required documentation, he would have discovered the Order effectively dismissing all charges against Brooks. The Sheriff's failure to carry out his statutory duty resulted in Brooks' continued incarceration.

The Fifth Circuit affirmed the District Court's grant of summary judgment and refused to consider the issue of whether or not the Sheriff's actions resulted in a seizure violative of the Fourth Amendment. In reaching its decision, the Fifth Circuit applied its own standard found in the case of *Valencia v. Wiggins*, 981 F.2d 1440, 1449 (5th Cir.) *cert. denied* 509 U.S. 905, 113 S.Ct. 2998, 125 L.Ed.2d 691 (1993) for the notion that the Fourth Amendment does not apply when the challenge is based upon continued incarceration, notwithstanding the fact that no criminal charges remain pending. Respectfully, the Fifth Circuit's ruling in *Valencia* and reliance thereon in the

case *sub. judice* is clearly contrary to this Court's previous pronouncements in *Terry v. Ohio*, 392 U.S. 1, 16, 88 S.Ct. 1868, 1877, 20 L.Ed.2d 889 (1968); *United States v. Mendenhall*, 446 U.S. 544, 554, 100 S.Ct. 1870, 1877, 64 L.Ed.2d 497 (1980); and *California v. Hodari*, 499 U.S. 621, 624, 111 S.Ct. 1547, 1549, 113 L.Ed.2d 690 (1991). In addition, the Petitioner would note to the Court that the Fifth Circuit opinion ignored the Petitioner's Fourteenth Amendment claim regarding deprivation of liberty and Brooks' "special relationship to the state" as recognized by *DeShaney v. Winnebago County Dept. of Social Services*, 489 U.S. 189, 109 S.Ct. 998, 103 L.Ed.2d 249 (1989).

Clearly, if the Sheriff had performed his statutory duties Brooks would have been released from his incarceration or at least afforded an opportunity to petition the Court for review. The initial seizure of Brooks was justified by affidavit and capias as provided by statute and Mississippi case law. The fact the initial incarceration was performed correctly does not diminish the Sheriff's other statutory duties and obligations nor his liability for failure to perform same. Certiorari is appropriate.

CONCLUSION

For the foregoing reasons, the Petition for Writ of Certiorari should be granted.

Respectfully submitted,

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Attorneys for Petitioner

Robert W. BROOKS, Plaintiff-Appellee Cross-Appellant

v.

GEORGE COUNTY, MISSISSIPPI, et al., Defendants,

George County, Mississippi, et al., Defendant-Appellants Cross-Appellee,

Wilbur Ward and Earl Koskela, Defendants Cross-Appellees.

No. 94-60619.

United States Court of Appeals, Fifth Circuit.

May 16, 1996.

Pretrial detainee who was incarcerated in county jail for eight months after charges against him were dropped brought § 1983 action against county and various officials. The United States District Court for the Southern District of Mississippi, Walter J. Gex, III, J., dismissed detainee's claim of unlawful incarceration as to all parties, determined that neither district attorney nor court clerk were subject to claims for damages and, following trial, entered judgment upon jury verdict for detainee on claims of involuntary servitude and violation of due process based on lost wages. Defendants appealed, and detainee cross-appealed. On petition for rehearing, the Court of Appeals, Reynaldo G. Garza, Circuit Judge, held that: (1) work performed by detainee during incarceration did not constitute involuntary servitude; (2) detainee's failure to receive additional wages for work on private property was not deprivation of property under due process clause; (3) sheriff, but not deputy, deprived

detainee of property right in wages for work performed on public property; (4) sheriff was not entitled to qualified immunity on due process claim; (5) sheriff had policy of not paying wages to detainees, thus rendering county liable for constitutional deprivation; (6) liability exception for random and unauthorized acts was inapplicable to claim for lost wages; (7) continued incarceration following valid arrest did not violate Fourth Amendment; (8) district attorney was immune from suit in both his official and individual capacity; and (9) court clerk was not liable for failing to send dismissal order to detainee or his counsel.

Affirmed in part, vacated in part, rendered in part, and remanded.

Opinion, 77 F.3d 834, withdrawn.

Appeals from the United States District Court for the Southern District of Mississippi.

Before REYNALDO G. GARZA, JOLLY and DUHÉ, Circuit Judges.

REYNALDO G. GARZA, Circuit Judge:

Today we have entered an order denying the Appellants' Petition for Rehearing in the above case. However, we withdraw our prior opinion on this matter, found at 77 F.3d 834, and substitute the following opinion.

Background

Robert W. Brooks successfully brought claims under the Thirteenth and Fourteenth Amendments of the

United States Constitution for his continued incarceration in a county jail eight months after the charges against him had been dropped. Eugene Howell, Sheriff of George County, Mississippi ("Sheriff Howell" or "the Sheriff"), arrested Robert W. Brooks ("Brooks") in Virginia, where Brooks, who was out on bond, had fled after indictments were returned against him for grand larceny and felony burglary in Mississippi. Brooks was incarcerated in the George County jail on January 21, 1991, and was arraigned on the indictments on January 28, 1991.

On or about the same day, Gary Evans, assistant district attorney for the Nineteenth Judicial Circuit, requested that the charges against Brooks be dismissed pursuant to a nolle prosequi order. An order granting the district attorney's motion was signed on February 4, 1991, in Jackson County, Mississippi, by Judge Clinton E. Lockard. On February 5, 1992, the district attorney's office filed a copy of the order at the George County Circuit Clerk's office. The order was filed the same date by an employee of the circuit clerk of George County. Evans apparently informed Brooks's attorney, William T. Bailey, of the state's intention to seek dismissal prior to making the motion. However, neither the Sheriff's office nor Brooks was notified of the dismissal. Brooks was not released until he discovered and showed the order to Sheriff Howell on October 1, 1991.

In March 1991, during the time period in which he was confined in the George County jail, Brooks requested and was granted trusty status. Brooks specifically asked that he be made trusty. As a trusty, Brooks was not locked down in his cell, but was, instead, allowed the freedom to

roam in and out of his cell, Sheriff Howell's office, the jail and the surrounding grounds area.

While incarcerated, Brooks performed, at his own request, various services for Sheriff Howell, George County and others, including several charitable and benevolent organizations. Brooks performed these services on public property as well as private property.[1] Brooks performed these services for two reasons: (1) he was able to secure his release from jail during the day and (2) Brooks earned extra money by working on the outside. Brooks was not compensated for those services he performed on public property, but on several occasions, was paid money or received goods in exchange for the services he rendered on private property.

Brooks brought an action in the Southern District of Mississippi, Southern Division, on July 1, 1992, against Sheriff Howell and a number of deputy sheriffs of George County; members of the board of supervisors of George County; Earl Koskela, district attorney for the Nineteenth Judicial District; Public Defender William T. Bailey; Wilbur G. Ward, circuit clerk of George County; and other public officials in their official and individual capacities, as well as George County, pursuant to 42 U.S.C. § 1983.[2] Brooks's claims were premised upon alleged violations of the First, Fourth, Fifth, Sixth, Eighth, Thirteenth, and

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[1] Examples of work done on private property include construction of a dog pen for Deputy Sheriff Miller and installation of a fence for Sheriff Howell's sideline fencing business.

[2] Brooks also raised a number of state law claims that were dismissed without prejudice on summary judgment.

Fourteenth Amendments as a result of his incarceration after the nolle prosequi order had been entered in February, 1991. Brooks claimed that he was unlawfully and falsely incarcerated during this period of time. He also alleged that, while incarcerated, he was forced or coerced into working on public and private property, amounting to involuntary servitude under the Thirteenth Amendment. Because he was not always paid for his services, he also claimed a violation of his due process rights under the Fourteenth Amendment.

On motions for summary judgment, the district court dismissed Brooks's claims of unlawful incarceration arising from the entry of the nolle prosequi order as to all parties. The district court also held that neither the district attorney nor the clerk were subject to any of Brooks's claims for damages. The remaining parties moved in limine to exclude certain evidence from the trial, notably evidence of Brooks's status after the entry of the nolle prosequi order. The district court denied the motion. After a five-day trial, the jury returned a verdict for Brooks against Sheriff Howell, James Cooper and George Miller, deputy sheriffs of George County, and George County (collectively, the "Appellants"), awarding compensatory damages in the amount of $70,000, $50,000 of which represented damages concerning Brooks's claim of involuntary servitude under the Thirteenth Amendment and $20,000 representing lost wages in connection with Brooks's due process claims under the Fourteenth Amendment. In a bifurcated proceeding, the jury awarded punitive damages against Sheriff Howell and Deputy Miller in their individual capacities in the amount of $5,000 and $500, respectively.

Appellants filed a timely notice of appeal on September 6, 1994. Brooks filed a cross-appeal with respect to the district court's granting of partial summary judgment on his claims of unlawful incarceration and dismissal of all claims against the district attorney and the clerk. We affirm in part and reverse in part the judgment for Brooks in the manner hereinafter described.

Discussion

Brooks prevailed on his claims under the Thirteenth and Fourteenth Amendments with regard to his work as a trusty while in the George County jail. Appellants argue that these claims should not have gone before the jury. We will discuss in turn the merits of each of these constitutional claims as well as the unlawful incarceration claims Brooks lost on summary judgment and dismissal from the suit of the district attorney and the clerk.

A. Claims Based on Work as a Trusty

1. Thirteenth Amendment – Involuntary Servitude Claim

Brooks alleged that his choice between staying in jail or working when he was not supposed to be in jail amounted to involuntary servitude. We begin by asking whether the record contained substantial evidence to create a jury question on involuntary servitude. *Boeing v. Shipman,* 411 F.2d 365, 375 (5th Cir.1969).

The Thirteenth Amendment to the Constitution provides that "[n]either slavery nor involuntary servitude, except as punishment for a crime whereof the party shall

have been duly convicted, shall exist within the United States or any place subject to their jurisdiction." U.S. Const. amend. XIII, § 1. The Fifth Circuit defines involuntary servitude as "an action by the master causing the servant to have, or to believe he has, no way to avoid continued service or confinement." *Watson v. Graves*, 909 F.2d 1549, 1552 (5th Cir.1990). "When the employee has a choice, even though it is a painful one, there is no involuntary servitude . . . A showing of compulsion is thus a prerequisite to proof of involuntary servitude." *Id.*

In *Watson*, this Circuit held that two inmates who requested to work outside of jail made such a choice voluntarily and presented no Thirteenth Amendment claim. *Id.* at 1552-1553. The prison context made this choice no less voluntary. Examining the record, we find Brooks's situation to be similar to that of the inmates in *Watson*.

The county held Brooks as a pretrial detainee. In that status, Brooks was entitled only to be confined until trial; the Appellants were under no obligation to allow Brooks the freedom he enjoyed. Brooks made the request for trusty status. He desired to leave the jail and chose to work as the price for that right. Since Brooks was not being punished by being detained until trial, the choice between this confinement and work as a trusty cannot be considered coercive because the benefits he received for working were not benefits for which he was otherwise entitled. Admittedly, the choice described might have been a painful one, but it was nonetheless a choice.

The district court granted Appellants partial summary judgment on Brooks's claims relating to unlawful

incarceration, absolving Appellants of legal liability. To find the Appellants liable for involuntary servitude based on a nolle prosequi order which provides no basis for liability under unlawful incarceration would defy common sense. Like the inmates in *Watson,* Brooks had a choice, albeit a painful one. He was, however, not subject to *involuntary* servitude and thus presented no claim under the Thirteenth Amendment.[3]

2. Fourteenth Amendment – Procedural Due Process Claim

Brooks claimed that Appellants' failure to compensate him for any of his work on public property, and their failure to compensate him for part of his work on private property, constituted a deprivation of property without due process of law in violation of the Fourteenth Amendment.[4] The jury found Sheriff Howell and Deputy Miller

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[3] Because we hold that Brooks presented no claim for involuntary servitude, we do not address whether Appellants were qualifiedly immune from liability in their individual capacities or whether Appellants were liable in their official capacities under the Thirteenth Amendment. We also do not address whether admission of evidence of Brook's unlawful incarceration was proper.

[4] Appellants argue that Brooks never properly made a procedural due process claim for deprivation of wages under the Fourteenth Amendment. However, Brooks's amended complaint requested relief under the Fourteenth Amendment and later stated that Sheriff Howell and his deputies "caused the Plaintiff to suffer . . . damages for economic losses in the form of loss of wages . . . for which the Plaintiff is entitled to recover." Not surprisingly, the lower court recognized this contention as a due process claim for deprivation of wages. Such recognition was proper.

liable for the deprivations in their individual capacities; because the jury found the deprivations to be part of a policy or custom, Sheriff Howell and Deputy Miller were also liable in their official capacities.[5]

Appellants raise a number of defenses. They contend that Brooks has not alleged the deprivation of a cognizable property right, that qualified immunity shields Sheriff Howell and Deputy Miller from liability in their individual capacities and that no custom was present to give rise to official liability under *Monell*. Appellants also maintain that post-deprivation remedies are adequate process for Brooks because whatever deprivation that allegedly occurred was merely a random and unauthorized act under the *Parratt/Hudson* doctrine. Consideration of these defenses leads us to affirm judgment on the Fourteenth Amendment claim only as to Sheriff Howell in both his individual and official capacities.

a. Brooks's Property Right

Since the United States Constitution does not create property rights, Brooks must be able to rely on Mississippi law to prove that he has a cognizable property right in wages for work performed as a pretrial detainee. *Garcia v. Reeves County, Texas*, 32 F.3d 200, 203 (5th Cir.1994). Where there is a "legitimate expectation of entitlement," there is a property right. *Board of Regents v. Roth*, 408 U.S. 564, 577, 92 S.Ct. 2701, 2709, 33 L.Ed.2d 548 (1972).

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[5] The District Court amended its final judgment to include George County as result of the finding of official capacity liability.

Brooks contended below that Miss.Code Ann. §§ 47-1-13 and 47-1-21 (1972) created a property right in wages for work on public and private property as a pretrial detainee. Miss.Code Ann. § 47-1-13 states in relevant part that

> Any person being held in the county jail in default of bail to await trial . . . may on application to the sheriff of the county, be allowed to work on . . . county public works *as other convicts are worked and at the same wage.* The board of supervisors shall settle with prisoners so working at their regular meetings monthly.

(emphasis added). Miss.Code Ann. § 47-1-21 requires that

> [t]he sheriff of each county shall keep a well bound alphabetical jail docket. In it he shall promptly enter under the proper initial the name, age, color and sex of each convict, the date of his or her commitment, each day worked on the county farm. . . .
>
> The sheriff shall submit his docket to the board of supervisors at each of their regular meetings, and the same shall be examined carefully by the president of the board, and by any other members who desire to examine the same, in the presence of the board while in session.

The statutes cited by Brooks do not create a legitimate expectation of entitlement to compensation for work on private property by pretrial detainees. These statutes do not provide for payments for work on *private* property. In fact, under Mississippi law, prisoners may only do work of an "exclusively public character." *See* Miss.Code Ann. §§ 47-1-19, 47-1-3. We therefore find that Brooks's failure to receive compensation for his work on private

property over and above the compensation he actually received does not constitute a deprivation of a cognizable property right.

The two provisions quoted above, in our estimation, do create a legitimate expectation of entitlement to compensation for work on public property by pretrial detainees. These two statutes provide that a pretrial detainee who is permitted to work on public property must be paid the same wages as other prisoners. They place on the sheriff the duty to keep a record of days worked and to submit that information to the county board of supervisors so that the board can "settle" with the pretrial detainees at its regular meetings. Our conclusion that these statutes create a cognizable property right in wages is buttressed by the fact that the state has provided a mechanism whereby claims against the county can be presented directly to the board of supervisors or in state court.[6] Because Mississippi law creates a cognizable property right in wages for a pretrial detainee's work on public property, Brooks cannot be deprived of that right without due process of law. *See Piatt v. MacDougall*, 773 F.2d 1032, 1036 (9th Cir.1985) (en banc) ("Because Arizona has established, by statute, a right of inmates to compensation for work performed for private parties, it cannot deny [the inmate] that right

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[6] Under Miss.Code Ann. §§ 19-13-27 and 19-13-29, a claimant against a county can present such claim for unpaid work to the county board of supervisors. "If the board shall reject any such claim in whole or in part, or refuse when requested at a proper time, to pass thereon, the claimant may appeal to the Circuit Court, or may bring suit against the county on any such claim." Miss.Code.Ann. § 19-13-31.

after he has earned the wages, without affording him due process of the law.").

Sheriff Howell did not keep a record of the days Brooks worked on public property and failed to present such a record to the board of supervisors at its meetings, precluding the board of supervisors from paying wages to Brooks. Brooks was thus deprived of wages for the work he performed on public property as a direct consequence of Sheriff Howell's failure to act in the face of a clear duty to act under state law. The statutes cited by Brooks, however, do not impose on Deputy Miller a similar duty. Because the record provides no evidence that Deputy Miller's actions or failure to act deprived Brooks of wages for the work he performed on public property, we reverse the judgment holding Deputy Miller liable in his individual or official capacities on this claim.[7]

b. Sheriff Howell's Qualified Immunity

We now consider whether Sheriff Howell is qualifiedly immune from liability in his individual capacity. Qualified immunity is only available when an official acts "within the scope of [his or her] discretionary authority." *Cronen v. Texas Dept. of Human Services*, 977 F.2d 934, 939 (5th Cir.1992). Mississippi law, as quoted above, imposes on Sheriff Howell a non-discretionary duty to keep

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[7] Appellants would have us release Deputy Sheriff James Cooper from liability on the Fourteenth Amendment claim. As is visible from the Special Interrogatories, the jury never found Cooper liable on the Fourteenth Amendment claim. We note that Cooper would be free of liability anyway for the same reasons that absolve Deputy Miller.

records of work performed by pretrial detainees and to transmit those records to the board of supervisors so that pretrial detainees can be paid. Sheriff Howell thus is not entitled to qualified immunity from individual liability on this due process claim.

c. Official Capacity Liability Under *Monell*

Brooks's suit against Sheriff Howell in his official capacity is treated as a claim against George County. *Hafer v. Melo*, 502 U.S. 21, 23-27, 112 S.Ct. 358, 361-362, 116 L.Ed.2d 301 (1992). To establish liability on the part of George County, Brooks must demonstrate a policy or custom which caused the alleged constitutional deprivation. *Monell v. New York City Dept. of Soc. Serv.*, 436 U.S. 658, 690-91, 98 S.Ct. 2018, 2036, 56 L.Ed.2d 611 (1978). Appellants contend no such policy is present. However, the jury found that the Fourteenth Amendment violations were part of a custom, policy or practice of the county. This finding has sufficient support in law and fact.

We note that even "a single decision may create municipal liability *if* that decision were made by a final policymaker responsible for that activity." *Brown v. Bryan County, Oklahoma*, 67 F.3d 1174, 1183 (5th Cir.1995) (emphasis in original). Sheriffs in Mississippi are final policymakers with respect to all law enforcement decisions made within their counties. *Huddleston v. Shirley*, 787 F.Supp. 109, 112 (N.D.Miss.1992); Miss.Code Ann. § 19-25-1, *et seq*. Sheriff Howell admitted on the record that the department kept none of the required records detailing the locations and number of days prisoners worked. The jury could infer from this statement that the

county had a policy of not keeping such records. Therefore, George County is liable for the ongoing actions of its policy maker, Sheriff Howell, in depriving Brooks of his property without due process. *Turner v. Upton County*, 915 F.2d 133, 137 (5th Cir.1990), *cert. denied* 498 U.S. 1069, 111 S.Ct. 788, 112 L.Ed.2d 850 (1991).

d. Application of the *Parratt/Hudson* Doctrine

Appellants urge in their defense that no due process violation has been shown because of the *Parratt/Hudson* doctrine. Under their version of this doctrine, the mere presence of post-deprivation remedies prevents a due process claim.[8] Such interpretation is blatantly misleading and is not the law. The *Parratt/Hudson* doctrine dictates that a state actor's *random and unauthorized deprivation* of a plaintiff's property does not result in a violation of procedural due process rights if the state provides an adequate post-deprivation remedy. *Caine v. Hardy*, 943 F.2d 1406, 1412 (5th Cir.1991) (en banc) (discussing *Parratt v. Taylor*, 451 U.S. 527, 101 S.Ct. 1908, 68 L.Ed.2d 420 (1981) and *Hudson v. Palmer*, 468 U.S. 517, 104 S.Ct. 3194, 82 L.Ed.2d 393 (1984)).

The *Parratt/Hudson* doctrine is inapplicable to the facts as shown. The doctrine is meant to protect the state from liability for failing to provide predeprivation process in situations where it cannot anticipate the need for such process (when actions are random and unauthorized). *Zinermon v. Burch*, 494 U.S. 113, 128-32,

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[8] *See* footnote 6 *supra* (submission of claims against counties).

110 S.Ct. 975, 984-87, 108 L.Ed.2d 100 (1990). Where a municipal officer operates *pursuant to a local custom or procedure*, the *Parratt/Hudson* doctrine is inapposite: actions in accordance with an "official policy" under Monell can hardly be labeled "random and unauthorized." *Wilson v. Civil Town of Clayton, Ind.*, 839 F.2d 375, 380 (7th Cir.1988). As this Court noted, where employees are acting in accord with customary procedures, the "random and unauthorized" element required for the application of the *Parratt/Hudson* doctrine is simply not met. *Alexander v. Ieyoub*, 62 F.3d 709, 713 (5th Cir.1995). Despite Appellants' urging, we see no application of the *Parratt/Hudson* doctrine to the facts as presented.

Accordingly, we affirm the judgment holding Sheriff Howell liable in his individual and official capacities on this Fourteenth Amendment claim relating to Brooks's work on public property. We do, however, remand to the district court for a retrial to determine the actual damages and punitive damages, if any, arising from Sheriff Howell's liability on this claim.[9]

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[9] Appellants have raised an important evidentiary concern which we must address. The district court denied Appellants' motion in limine to exclude evidence of the mistaken nature of Brooks's confinement. The record is replete with Brooks's references to the order of dismissal and subsequent mistaken confinement for several months. The mistaken nature of the confinement was only relevant to Brooks's unlawful incarceration claim for which the court granted summary judgment for the Appellants. The mistaken nature of the confinement is of little or no relevance to Brooks's surviving Fourteenth Amendment claim for deprivation of property and is likely prejudicial to the defendants. The lower court should thus

B. Fourth Amendment Claims – Unlawful Seizure

Brooks cross-appeals the summary judgments against him on his claims based on unlawful confinement under the Fourth Amendment.[10] All defendants were sued in both official and individual capacities under 42 U.S.C. § 1983. We review de novo the district court's decision to grant summary judgment in favor of Appellants. For the reasons discussed below, we affirm the grant of summary judgment against Brooks.

Brooks argues that his continued incarceration after the nolle prosequi order was a violation of the Fourth Amendment. The court granted summary judgment in

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allow no evidence (including the nolle prosequi order itself) of the *mistaken* nature of the confinement to go before the jury in their consideration of damages on the Fourteenth Amendment claim. With regard to Brooks's status, the jury is entitled only to know that Brooks was in the county jail as a pretrial detainee and that he was released when the charges against him were dismissed.

[10] Brooks appeals the summary judgment for all Cross-Appellees on the Fourth Amendment claims. Brooks does not appeal the summary judgment against him on his Eighth Amendment claim or on any of his claims against Public Defender William T. Bailey. Additionally, we note that Brooks nowhere in his brief questions the partial grant of summary judgment for the George County Board of Supervisors on immunity grounds, or for the Sheriff or his deputies on the Fourteenth Amendment claim with regard to deprivation of *liberty*. Accordingly, we will not address those portions of the summary judgment, any argument as to their propriety having been waived by Brooks.

favor of all Cross-Appellees.[11] As the lower court noted, Fourth Amendment claims are appropriate when the complaint contests the method or basis of the arrest and seizure of a person. Yet Brooks did not challenge his arrest, which was made pursuant to a valid capias, as a violation of the Fourth Amendment, but challenged only his continued incarceration.

We reference our decision in *Valencia v. Wiggins*, 981 F.2d 1440, 1449 (5th Cir.), *cert. denied* 509 U.S. 905, 113 S.Ct. 2998, 125 L.Ed.2d 691 (1993), by analogy, for the proposition that once the incidents of a valid arrest have long since been completed and the pretrial detainee remains in detention, the Fourth Amendment no longer applies when the challenge is solely to continued incarceration. In *Valencia*, this Circuit held that neither the Unreasonable Search and Seizure Clause of the Fourth Amendment nor the Cruel and Unusual Punishment Clause of the Eighth Amendment is applicable in determining whether a detention official's use of deliberate force was excessive. *Id.* The Due Process Clause of the Fifth and Fourteenth Amendments are the appropriate constitutional provisions for this determination. *Id.*

As the Court stated,

> We do not believe that the Fourth Amendment provides an appropriate constitutional basis for protecting against deliberate official uses of

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[11] Cross-Appellees on the Fourth Amendment claim are George County, Sheriff Howell, his three deputies, the George County Board of Supervisors, District Attorney Earl Koskela and Circuit Clerk Wilbur G. Ward.

> force occurring, as in this case, *after* the incidents of arrest are completed, *after* the plaintiff has been released from the arresting officer's custody and *after* the plaintiff has been in detention awaiting trial for a significant period of time . . . As the Fourth Amendment protects against unreasonable "seizures," it seems primarily directed to the *initial* act of restraining an individual's liberty, such as an investigatory stop or arrest.

Id. at 1443-1444.

The logic of *Valencia* applies to the instant case. The Fourth Amendment is inapplicable to a pretrial detainee who was properly arrested and is awaiting trial. That detainee has recourse to due process protections, not protection against unreasonable seizures after a lawful seizure has occurred. Since Brooks has shown no defect in his actual arrest, he has made no claim under the Fourth Amendment.[12] We affirm the summary judgment for the

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[12] Brooks's brief does not address his arrest but we do so here to show the lack of basis for Brooks's Fourth Amendment claim. Brooks was arrested in Virginia pursuant to a notice placed with the National Criminal Information Center (NCIC) after an affidavit was presented against him for grand larceny. Brooks waived extradition and was returned to Mississippi by Sheriff Howell on January 21, 1991. He was served with the capias for indictments issued in October, 1990 for cause numbers 3657 and 3658. He appeared before the judge for his initial appearance on these charges on January 28, 1991 and pled not guilty. NCIC printouts provide a reliable basis for probable cause to arrest. *U.S. v. McDonald*, 606 F.2d 552, 552-54 (5th Cir.1979). Therefore, there is no support for Brooks's claim that his arrest violated the Fourth Amendment guarantees against unreasonable searches and seizures.

Cross-Appellees on Brooks's Fourth Amendment claims.[13]

C. Dismissal of Claims Against the D.A. and the Clerk

Brooks also challenges the lower court's holding that District Attorney Koskela and Circuit Clerk Ward were not subject to suit on any of the constitutional claims discussed above.[14] As with the Fourth Amendment claim above, we hold that the district court properly granted summary judgment.

1. The District Attorney

Brooks's claims against Earl Koskela, the George County District Attorney, stem from Koskela's failure to provide a copy of the nolle prosequi motion to opposing counsel. Mississippi Uniform Circuit Court Rule 2.01 (1994) required that "[a] copy of all subsequent pleadings and motions, including motions for a new trial, shall be

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[13] As we agree with the District Court that Brooks presented no Fourth Amendment claim, we do not reach the arguments on immunity and level of conduct advanced at length by Cross-Appellees on this claim.

[14] This immunity analysis applies to Koskela's and Ward's potential liability under any of Brooks's claims. Because we have already shown above that Brooks's claims under the Fourth and Thirteenth Amendments were without merit, however, this immunity analysis is germane only to Brooks's claim under the Fourteenth Amendment for deprivation of liberty.

delivered in person or by mail to opposing counsel . . . "[15] Brooks contends that the district attorney's office, through Gary S. Evans, assistant district attorney, violated this rule, leading to his unconstitutional imprisonment for eight months. At the summary judgment phase, the district court dismissed all claims against Koskela in his individual capacity on the basis of prosecutorial immunity and in his official capacity under the Eleventh Amendment on the basis of his status as a state official in Mississippi. We find summary judgment appropriate in this context.

This Court is uncertain whether Brooks has even alleged a violation of Rule 2.01. Mr. Evans merely prepared an order of dismissal for the state trial court after acknowledging in open court that the case would not proceed. The district attorney's office had no duty under Rule 2.01 or, as far as we can discern, under any Mississippi law, to provide copies of the *court's* orders to opposing counsel.

Even if one assumed that the procedure resulting in a court order amounted to a "motion," Mr. Evans provided notice on or about January 28 or 29, 1991, of the government's intention to seek dismissal to Mr. Brooks's attorney, William T. Bailey, prior to the open court procedure.[16] Thus we are not convinced that if the nolle

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[15] This rule has been amended and recodified as Uniform Circuit and County Court Rule 2.06, Service of Copies and Certificate of Service.

[16] Mr. Bailey claimed that he no longer represented Brooks at the time of the nolle prosequi order. However, we agree with the district court that Bailey was still Brooks's attorney for the

prosequi procedure was subject to Rule 2.01's requirements that the district attorney's office even violated the rule.

Assuming *arguendo* that the district attorney violated Rule 2.01, we agree with the lower court that Koskela was nonetheless immune from such suit in his official and individual capacities. The district attorney is considered a state official in Mississippi, as the office is primarily state-funded, and the district attorney has the power to represent the state in all judicial proceedings. *Chrissy F. by Medley v. Mississippi Dep't of Public Welfare*, 925 F.2d 844, 849 (5th Cir.1991). As a state actor, the district attorney is shielded in his official capacity by Eleventh Amendment immunity. *Id.* No suit against Koskela in his official capacity can be maintained.

Koskela is also immune from suit in his individual capacity. Immunity is sustained for acts taken in furtherance of the prosecution of the case; acts which are investigative or administrative do not carry absolute

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purposes of establishing notice of the order. Bailey, assigned to represent indigent defendants such as Brooks, never received court permission to withdraw from representation of Brooks as required under Rule 1.05 of the Uniform Criminal Rules of Circuit Court Practice (1994). Bailey signed a document acknowledging receipt of discovery from the State on behalf of Brooks. Brooks himself advised the court at the arraignment on January 28, 1991 that he had an attorney. At roughly the same time, the government gave its notice to Bailey that the case would not proceed. It is not surprising that all involved except for Bailey himself believed that Bailey was Brooks's lawyer. Thus, the district court properly concluded that "Bailey, in his capacity as public defender, was acting as Brooks's attorney for the duration of the case."

immunity. *Imbler v. Pachtman*, 424 U.S. 409, 430, 96 S.Ct. 984, 994-95, 47 L.Ed.2d 128 (1976). Immunity is gauged by the functional activities the prosecutor engaged in and not the status of the defendant. *Briscoe v. LaHue*, 460 U.S. 325, 342, 103 S.Ct. 1108, 1119, 75 L.Ed.2d 96 (1983). Actions which are related to the judicial process fulfill the prosecutor's "advocatory" function and are considered absolutely immune from suit. *See Marrero v. City of Hialeah*, 625 F.2d 499, 505 (5th Cir.1980), *cert. denied* 450 U.S. 913, 101 S.Ct. 1353, 67 L.Ed.2d 337 (1981).

In our estimation, the prosecutor's acts through his assistant of requesting that the court enter an order of nolle prosequi of Brooks's criminal charges, of having an order prepared for the court that memorialized the same, and the forwarding of such order to the clerk for filing are all prosecutorial activities "intimately associated with the *judicial* phase of the criminal process." *Imbler*, 424 U.S. at 430, 96 S.Ct. at 995 (emphasis added). The mere fact that the district attorney's office prepared the court's order for it and forwarded the order does not remove these acts from being intimately associated with the judicial process. Accordingly, we affirm the District Court's holding that Mr. Koskela is immune from suit under 42 U.S.C. § 1983 in both official and individual capacities on all claims brought by Mr. Brooks.[17]

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[17] Holding that the district attorney is protected by absolute immunity in both official and individual capacities, we do not reach the issue of Cross-Appellees' qualified immunity.

2. The Circuit Clerk of George County

Wilbur G. Ward was the Circuit Clerk for George County at the time of the incidents which are the subject of this lawsuit. The record indicates that the order of nolle prosequi was filed by Angela Cooper, over the file stamp which indicated that Wilbur Ward was the Circuit Clerk. Brooks alleges that Ward created a policy which had the effect of depriving him of the right to be free from unnecessary restraint by failing to send court orders of dismissal of charges to the defendant in a criminal prosecution, or to his counsel, and failing to adopt a policy for the George County Clerk's office of sending orders. The district court granted summary judgment in favor of Wilbur G. Ward, circuit clerk of George County, Mississippi ("the clerk"), based on the fact that the judge, not the clerk, was the final policymaker of the circuit county system in George County with regard to the acts alleged by Brooks. We agree.

Under Mississippi law, the judge is the ultimate authority for the supervision of the court in his jurisdiction. As the Mississippi Supreme Court stated, "Although the clerk performs the physical act of record keeping, the judge is ultimately responsible for the administration of his court." *In re Collins,* 524 So.2d 553, 555 (Miss.1987). Only those officials who have "final policymaking authority" may by their actions subject the government to liability under 42 U.S.C. § 1983. *Bryan Cty.,* 67 F.3d at 1182. Accordingly, Ward cannot be liable for failing to

establish a policy of sending orders to parties in a criminal proceeding because he was not the policymaker for the George County Circuit Court System.[18]

We also note that nowhere has Brooks shown that circuit clerks have an affirmative duty under Mississippi law to provide the sheriffs of the state, or counsel for criminal defendants, or criminal defendants pro se, with copies of orders or pleadings filed in criminal cases. Nor has Brooks shown an affirmative duty to notify sheriffs, counsel or defendants of the filing and entry of orders and pleadings in criminal cases. The circuit clerks merely have a duty to file and docket all papers filed in each court case.[19]

Since "no duty to act existed, the failure to act did not violate the constitution." *Salas v. Carpenter,* 980 F.2d

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[18] Brooks makes much of the fact that Ward held the position of Circuit Court Administrator of George County. The Court Administrator performs nonjudicial tasks of the court, serves as a liaison to the general public, and provides administrative support for all judges of the district. Miss.Code Ann. § 9-17-3 (1972). We find Brooks's reference to this fact deceptive. Appellants astutely advert to the fact Ward did not become Administrator until July, 1992, almost ten months *after* Brooks was released from jail. Ward's appointment to this position after Brooks's release is hardly relevant to the question of whether Ward was the court's policy maker at the time of Brooks's incarceration.

[19] *E.g.,* Miss.Code Ann. § 9-7-171 (1972) (duty of circuit clerk to keep a "general docket"); Miss.Code Ann. § 9-7-175 (1972) (duty to keep a "criminal docket"); Miss.Code Ann. § 9-7-177 (1972) (duty to keep an "appearance docket").

299, 307 (5th Cir.1992).[20] While it is unfortunate that Brooks languished in the county jail, we can find no duty violated by the clerk to impose liability for the loss. The district court properly granted summary judgment on this issue.

Conclusion

Libertas inestimabilis res est. The spirit of this adage is that one can place no price on freedom. Brooks fell through the cracks of a modern bureaucratic labyrinth, resulting in eight months of mistaken confinement. Nevertheless, we are unable to provide a remedy under 42 U.S.C. § 1983 to Brooks for this mistaken confinement. Brooks is entitled to a remedy, however, for the deprivation of his property – the wages earned as a pretrial detainee on public property – without due process of law. Nothing will shield Sheriff Howell or George County from liability for Sheriff Howell's failure to keep, and submit to the board of supervisors for payment, records of Brooks's work on public property as a pretrial detainee.

Holding that Brooks's involuntary servitude claim is without merit under the Thirteenth Amendment, we VACATE the judgments of the court below and RENDER judgment for Appellants. We also VACATE the judgment of the court below and RENDER judgment for Deputy Miller in both his individual and official capacities on

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[20] Because we hold that the circuit clerk was not a policymaker and did not violate any duty, we do not reach the issue of the clerk's qualified immunity.

Brooks's Fourteenth Amendment deprivation of property claim. We AFFIRM the judgment holding Sheriff Howell liable in his individual and official capacities under the Fourteenth Amendment for deprivation of property solely as it relates to Brooks's claim for wages for work on *public* property. However, we REMAND to the district court for a retrial to determine the actual damages, and punitive damages, if any, arising from Sheriff Howell's liability for depriving Brooks of wages for his work on *public* property. We also AFFIRM the district court's summary judgment for all Cross-Appellees on Brooks's constitutional claims regarding unlawful incarceration and for District Attorney Koskela and Circuit Clerk Ward on the dismissal of all claims against them.